PROVINCIAL CAPITAL COMMISSION

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Province of
British Columbia

PROVINCIAL CAPITAL COMMISSION

Report of the year ended
March 31, 1987

Province of
British Columbia

CHAIRMAN K A S HILL

Provincial Capital
Commission

Minister responsible
Hon Rita M Johnston

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Honourable Rita M. Johnston
Minister of Municipal Affairs
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Dear Madam Minister:

On behalf of the Provincial Capital Commission I have the honour to submit the Annual Report of the Commission for the year ending 31 March 1987.

Respectfully submitted,

Kenneth A. S. Hill
Chairman

As Minister Responsible for the Provincial Capital Commission, it is my pleasure to present the Third Annual Report for the fiscal year ended March 31, 1987.

The Commission is to be once again commended, and thanked, for its tireless efforts on behalf of this most beautiful of Capital Regions.

There is a fine spirit of co-operation, and mutuality of purpose reflected in the endeavours of the many participating municipalities; and through their vision, and their dedication, we are all greatly enriched.

Rita M. Johnston
Minister Responsible

CHAIRMAN'S MESSAGE

The fiscal year ending 31 March 1987 signalled the completion of thirty years of service to the Capital Region by the Provincial Capital Commission and its predecessor the Capital Improvement District Commission.

The past year also marked the end of a long term association between the Minister Responsible, the Honourable H. A. Curtis, who left government in 1986 after completing seven years as Minister Responsible for the Commission following eight years service as a member of the Commission.

Commission members welcome the newly appointed Minister Responsible, the Honourable Rita M. Johnston with whom we look forward to working in the years ahead.

The year of Expo '86 had considerable impact on the Crystal Garden facility and it is anticipated that completion of the Convention Centre will have a similar positive impact on a long term basis.

This past year saw the start of comprehensive renovations to our 812 Wharf Street property which houses Tourism Victoria and will soon see development of a restaurant, public washrooms and laundromat facilities and a retail gallery. Completion of this project will greatly enhance this significant location on our beautiful inner harbour.

I wish to express my sincere appreciation to all those who assisted the Commission in the pursuit of our mandate during the 1986-87 fiscal year.

Kenneth A. S. Hill
Chairman

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GOALS AND OBJECTIVES

In order to ensure that its mandate is carried out, the Provincial Capital Commission has established a series of goals and objectives. They are:

GOALS:

A. Enhancement of the amenities and environment in the Capital Improvement District (i.e. Greater Victoria) for the benefit of B.C. residents and visitors to the Province.

B. Protection and enhancement of arterial approaches to Greater Victoria.

C. Respond to requests by the Government for the undertaking of Special Projects.

OBJECTIVES:

I. Promotion and/or support of beautification efforts, by others, which maintain or enhance amenities in the Capital Improvement District.

II. Protection of aesthetically pleasing natural and/or man-made environments in the Capital Improvement District.

III. Development of public amenities in the Capital Regional District.

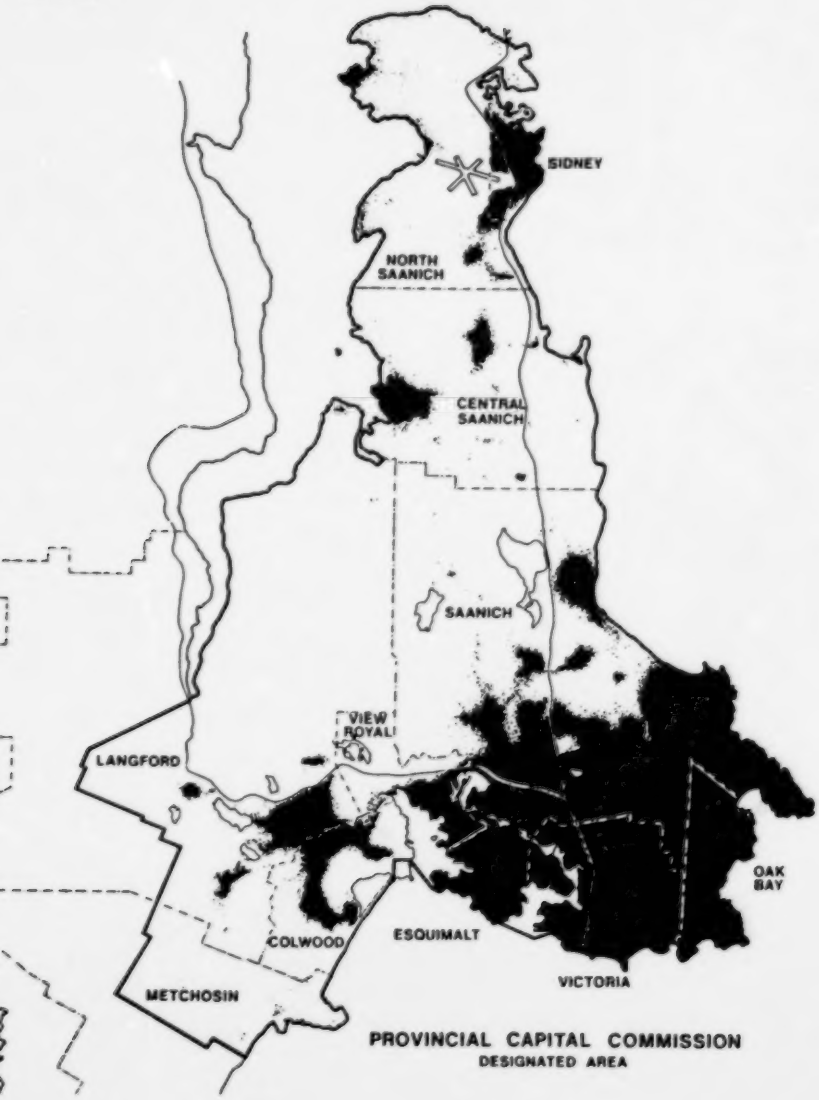
IV. Supplementing, coordinating and assisting other agencies within the Capital Improvement District with respect to activities which affect the public amenity values of the District and arterial approaches thereto.

V. Review and comment on (vet) plans for disposal and/or alteration of any land, building or other work owned by the Province in the Capital Improvement District.

VI. Purchasing, acquiring and holding real property within the Capital Improvement District for the purpose of establishing or enhancing public amenities.

VII. Enactment of bylaws designed to protect, beautify or enhance amenities in the Capital Improvement District and arterial approaches thereto.

DESIGNATED AREA



MINISTER RESPONSIBLE

Although the Provincial Capital Commission is a semi-autonomous body, it is created by an act of the Provincial Legislature and as a consequence reports to the legislature through a Minister of the Crown who is designated as the "Minister Responsible".

During its first thirty years of existence, the Commission has had a total of five Ministers Responsible as follows:

Wesley D. Black	1958-72
Ernest Hall	1972-75
Grace M. McCarthy	1976
Sam Bawlf	1976-79
Hugh Curtis	1979-86

On 6 November 1986, Premier William N. Vander Zalm, as part of a Government reorganization, appointed the Honourable Rita M. Johnston, Minister of Municipal Affairs, as "Minister Responsible" for the Provincial Capital Commission.

THIRTIETH ANNIVERSARY CELEBRATIONS

To mark the thirtieth anniversary of the Provincial Capital Commission, Their Honours the Lieutenant Governor and Mrs. R. G. Rogers invited past and present members of the Commission to be their guests at an anniversary dinner at Government House on 20 November 1986.

There were 80 guests in attendance including the original "Minister Responsible" Wesley D. Black and charter Commission member Dr. Ron M. Grant and long time former chairman J. E. Brown. Four of the five chairmen were in attendance.

The Honourable Lieutenant Governor, on behalf of the residents of the Province, thanked members for their significant contribution to the quality of life in British Columbia's Capital.

Current Commission Chairman Ken Hill presented past and present members with a commemorative scroll and thanked them for their service. Newly appointed "Minister Responsible" the Honourable Rita Johnston formally addressed Commission members for the first time, offering the assistance and support of her office in the achievement of Commission objectives.

COMPREHENSIVE PLAN

As was indicated in last year's Annual Report, the Capital Commission initiated a comprehensive plan study in 1985/86. The study was phased and approached in stages. The stages were intended to be as follows.

STAGE ONE

Focussing primarily on Open Space considerations but involving:

a) Inventory and mapping of all P.C.C. properties and evaluation of alternative uses of each in relation to P.C.C. mandate.

b) Inventory of all other open space properties in the C.I.D. under public ownership including:

i) Crown Provincial
ii) Municipal and Regional Governments
iii) Crown Federal
iv) Education/school related

Evaluation of the above properties to include current use, planned use and relationship to P.C.C. mandates.

c) Identification of ownership and assessed value of critical open space properties (eg. adjacent to major arterial routes).

d) Preparation of a Conceptual Open Space Plan reflecting inventory, capability and need.

e) Development of an implementation plan for a cooperative, coordinated effort by all "actors" involving recommendtions to appropriate decision-making bodies.

STAGE TWO

The second stage of the comprehensive plan would not commence until significant progress had been made on Stage One in that data and decisions generated as a result of Stage One would be involved in Stage Two. This stage of the plan would focus largely on P.C.C. properties other than those considered primarily for their open space benefits and would involve:

a) An evaluation of the potential uses and operating considerations and alternatives for those P.C.C. properties other than the ones determined in Stage One as being primarily of benefit as a result of their "open space" capability.

b) Preparation of proposed uses/developments for subject properties.

c) Adoption of a "plan" for use/development of subject properties consistent with P.C.C. mandates.

STAGE THREE

The third stage of the Comprehensive Plan would focus on properties/mandate considerations beyond current P.C.C. ownership and would involve:

a) Consideration of potential actions designed to enhance the amenities of the C.I.D. without regard to property ownership.

b) Development of an implementation plan to achieve the actions outlined in a) including:

i) A procurement plan identifying properties which are deemed vital to

achievement of P.C.C. mandates.

ii) Preparation of a limited number of proposed site specific plans reflecting "high priority" status in terms of P.C.C. mandates.

iii) An implementation plan identifying the techniques which might best be utilized to achieve a) above.

iv) A budget plan detailing the resources required to facilitate the implementation plan.

c) Identification of "Capital Way" system as outlined in the terms of reference.

Stage One was initiated utilizing in-house personnel with an estimated timeline of 1 to 1 1/2 years for completion of the anticipated 50 to 70 person weeks of effort involved.

Due to the pressure of other demands and the requirement for interim decisions, a decision was taken to retain an outside consultant to assist with completion of Phase One and undertake Phase Two work.

It is anticipated that the requirements of public input and the time required for data analysis, preparation of recommendations and decision making is such that the Comprehensive Plan will not be completed until the end of 1987.

ST. ANN'S ACADEMY

A) CONCEPT PLAN

The "Concept Plan for Restoration and Use" of St. Ann's, prepared for the Commission by the firm of John Keay, Architect, was formally adopted in principle by P.C.C. in December 1986.

B) "AREA 1"

The large parcel of land (3.2 acres) fronting on Humboldt Street, and commonly referred to as "Area 1", was purchased in the early seventies by the Province of British Columbia along with other properties.

When responsibility for the St. Ann's campus was transferred to B.C. Buildings Corporation and eventually to P.C.C., the existing lease of "Area 1" to the Greater Victoria Hospital Society remained in place. The Society had the use of the property "for hospital purposes" in return for keeping it in good trim. They, in fact, used part of the site as a parking lot for employees, and to accommodate a large steel shed for materials storage until they agreed to its removal in 1984.

When the decision was made to build the new hospital at Helmcken Road, the significance of the decision to lease "Area 1" for hospital purposes was greatly reduced.

When the Capital Commission requested and received Provincial Heritage designation for St. Ann's Academy, the designation included only the unencumbered portions of the property and thus did not include "Area 1".

It was always the Commission's goal to remove this encumbrance, so it was a great pleasure to all concerned when the Minister Responsible, the Honourable Hugh A. Curtis, was able to announce, at an on-site ceremony on 21 October 1986, that the Government and the parties concerned had agreed to a formula that would see the Hospital Society interests provided for elsewhere. Termination of the "Area 1" lease was thus made possible and complete jurisdiction returned to the Commission.

C) ACQUISITION OF DRAWINGS

On the basis of information received by Commission Vice Chairman, Pam Charlesworth, P.C.C. in January 1987 was able to purchase from a local antique dealer two framed black and white drawings of historical interest.

Both are of the grounds, signed and dated, and the work of Rita McTavish Hughes, who was a great-granddaughter of Sir James Douglas. They were done while she was a pupil at St. Ann's Academy in the 1890's.

They are presently on display in the building.

D) RENTALS

Under the rentals programme, there were 11 non-profit agencies actively using the St. Ann's facility.

STANDING LEFT TO RIGHT: W. G. Holms (Oak Bay), Mr. T. Hackett, Mr. W. Lougher-Goodey, Mr. D. Terrell, Ald. V. Kuhl (Saanich), Ald. P. Ross (Esquimalt), Dr. R. Grant, Dr. L. Wallace, Mayor H. Sturrock (Saanich).

SEATED LEFT TO RIGHT: Mr. W. Creed (Executive Member), Mrs. P. Charlesworth (Vice-Chairman), Mayor K. A. S. Hill (Chairman), Ald. J. Baird (Victoria) (Executive Member), Mayor G. Brewin (Victoria).

CRYSTAL GARDEN

The year was a banner one for the Garden in terms of admissions and revenue.

With the combination of Expo 86, a new marketing strategy and an enhanced lobby, attendance and revenue increased by approximately 64% over the previous year. This dramatic increase resulted in an excess of revenue over expenditure for the first time since the Garden commenced operation.

Despite the hectic activity during the year, staff members were heavily involved in the development of plans for a major co-operative venture with the City of Victoria involving the sister cities of Morioka, Japan and Suzhou, China. The major Cultural/Trade Festival featuring the two cities was scheduled for the summer of 1987.

812 WHARF STREET DEVELOPMENT

Sustained and persistent efforts by all parties concerned resulted in a February 1987 construction start on the restaurant at this location. The developer and partners, operating as Causeway Restaurants Ltd., entered into a fixed price contract with Farmer Construction Ltd. setting completion for the May 1987 Swiftsure weekend.

Since the restaurant, which was the successful proposal resulting from Commission's public proposal call, formed the largest element in this proposed complex, the developer's contractual approach had implications for the other components and their realization. In the interests of the best possible job from a design and construction coordination point of view, both the Commission and the City of Victoria elected to negotiate contracts for their respective areas with the contractor utilized by the restaurant.

To allow complete remodelling of the Wharf Street level facilities, Tourism Victoria, the Commission's existing tenant, was relocated to temporary accommodation on the adjoining site.

The City of Victoria, as the Commission's other major tenant, prepared its plans to install and operate public washrooms and laundry facilities for boaters and visitors at the lower Causeway level.

Completion of each component will relate closely to progress on all the others, but all are targetted for completion before the end of the 1987 tourist season.

BELLEVILLE STREET FORECOURT

Title to the former CPR Terminal Building on Belleville Street came to the Commission in 1978 by Crown Grant. With it came those surrounding open, paved areas which were partly built on fill and partly constructed as deck on piling.

Although the building itself, which was designed by Rattenbury and James, was in sound condition, the same could not be said of its immediate surroundings.

In 1982, after Black Ball Transport had built its new terminal on Belleville Street, P.C.C. initiated Phase 1 of the Forecourt improvements. This was followed in 1983 by Phase 2, which created an appropriate public concourse area at the west end of the CPR building enabling pedestrian and vehicular access from street level down to dock level.

With $500,000 of Commission Operating funds already invested in the project, Phase 3 had to be postponed until 1986. Following a public tender call, the Phase 3 contract was awarded in January 1987. The scope of the work was to provide similar pedestrian links at the east end of the building, but this time including ramp access for wheelchair and baby carriage use.

Work on this "upland" phase will be completed before the start of the 1987 tourist season. This leaves for a future phase a major project to reconstruct the entire lower deck level, which is presently a piled structure in a deteriorating condition.

PROJECT EVALUATION

All Improvement Project grant applications are now processed and assessed through the newly adopted "Beautification Project Priority Evaluation System" approved by the Commission on 27 May 1986.

This system was found to be necessary to enable the Commission to deal with the flood of applications following the period of Provincial restraint. Indications were that the cost of applications currently in preparation could outstrip the Commission's present ability to fund by about 20 to 1.

The system itself allows each application to be tested through a screening matrix. This, first of all, confirms that the subject improvement project is located within the designated area, that it is covered by the P.C.C.'s mandate, and that the initiating authority has the ability to meet on-going maintenance costs on its own. Then, through the allocation of numerical values, it attempts to measure the degree of exposure to the public, the quality of design, the financial participation of other agencies where appropriate and its relationship to other projects, past, present and future.

In practice, the P.C.C. Manager and P.C.C. Projects Manager each makes an individual assessment, arriving at a perceived priority ranking. Notes are then compared, and it has so far been interesting to observe that, while variations inevitably do occur in the figures attached to the individual criteria headings, the end results i.e. the priority rankings, are very similar.

This allows management to make recommendations to the Commission with a degree of confidence that otherwise would be more difficult to demonstrate.

PROVINCIAL CAPITAL COMMISSION

PROJECTS

Order-in-Council authorization for improvement projects this year were issued as follows:

1) 11 Jun. 86 - REAY CREEK PARK
   $1,675 to Sidney/North Saanich in connection with design services.

2) 14 Aug. 86 - 812 WHARF STREET, VICTORIA
   Authorization for P.C.C. to spend up to $578,000 for its share in developing this strategic property.

3) 20 Aug. 86 - BELLEVILLE ST. FORECOURT
   Authorization for P.C.C. to spend up to $250,000 for Phase 3 of this ongoing project.

4) 16 Oct. 86 - CUTHBERT HOLMES PARK
   Up to $194,000 to Saanich for Phase 1 of this major project.

5) 16 Oct. 86 - DOUGLAS STREET
   Up to $20,000 to Saanich for Phase 1 of this streetscape project.

6) 16 Oct. 86 - PIONEER PARK, BRENTWOOD
   Up to $32,100 to Central Saanich for Phase 2 of this community amenity.

Items 1, 4, 5 and 6 were funded from the Commission's Beautification Fund, with P.C.C. initiated items 2 and 3 as charges against the accumulated operating fund reserve.

PROJECT LIST

The following list identifies projects approved up to 31 March 1987. If follows on from the tabulated details of projects numbered 1 to 90 contained in the P.C.C. Annual Report from 1984/85. Since some of the projects are yet to be finished, the amount by which some actual expenditures stop short of the authorized ceilings will be demonstrated as individual contracts are completed. Accordingly the table of "P.C.C. PROJECT NUMBERS AND EXPENDITURES", first included in the 1984/85 Annual Report, will be updated periodically.

NO.	OIC APPROVAL DATE	PROJECT NAME	AUTHORIZED CEILING $
91	Jul 84	Reay Creek Park Phase 1	30,000
92	Nov 85	West Bay Walkway Barnard to Maitland Phase 1	190,000
93	Jun 86	Reay Creek Park Further Design Services	1,675
94	Aug 86	812 Wharf Street P.C.C. Share of Development	578,000
95	Aug 86	Belleville Street Forecourt Phase 3	250,000
96	Oct 86	Cuthbert Holmes Park Phase 1	194,000
97	Oct 86	Douglas Street Landscaping Phase 1	20,000
98	Oct 86	Pioneer Park Brentwood Bay Phase 2B	32,100

OTHER PROPERTIES

The Provincial Capital Commission has title to some 45 properties in the Capital Improvement District (C.I.D.).

While the Commission's properties in the Inner Harbour and in the vicinity of the Legislative precinct often gain attention due to their high profile, many of the other properties contribute significantly to the enhancement of the C.I.D. Some of the properties where activity of note has taken place over the past year include:

Cuthbert Holmes Park

An agreement and long term lease have been signed by the Municipality of Saanich and the Commission which will see establishment of a 23 - 25 hectare park adjacent to the Trans Canada Highway between Admirals Road and Colquitz Creek.

The Municipality will be responsible for development management and maintenance of the Park while the Commission will provide much of the Capital funding required for this long term project.

Ship Point Wharf

For many years, the Commission has had jurisdiction over 290 feet of wharf face at Ship Point Wharf as a result of a lease with the Federal Government which dates from the days of Ministry of Highways involvement in ferry transportation in the Inner Harbour. As a result of the inability to agree on lease renewal terms, the Wharf face was returned to Federal jurisdiction and the P.C.C. no longer has any responsibility for Ship Point Wharf although the Federal Government does have right-of-way access to the Wharf over the P.C.C.'s uplands property.

C.P. Terminal Building

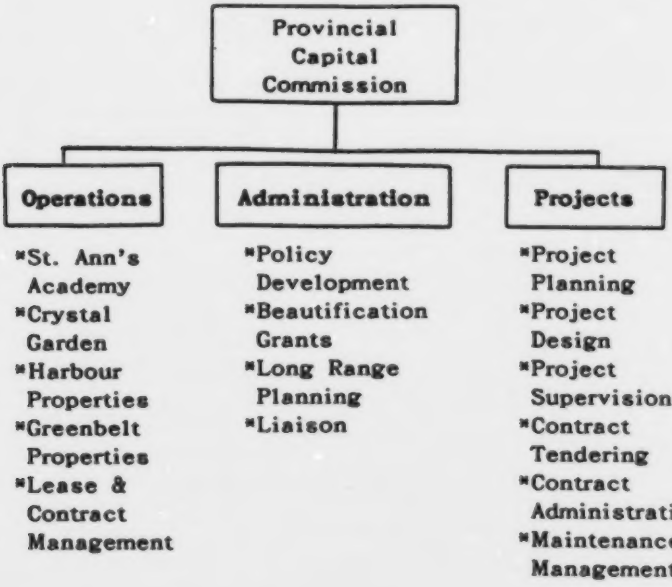
This imposing structure has housed a Wax Museum on the lower levels and offices on the upper levels for many years.

While the current leases with the Museum run to the end of 1991, the operator requested a new lease from the Commission to provide the stability required to make a long term business decision. Following careful deliberation, the P.C.C. agreed to offer a new lease subject to suitable terms and conditions, until 1998 at which time the lease expires on the adjacent Commission property. This action will allow the P.C.C. to make a long term decision as to the comprehensive use/development of this vital property should such a decision be appropriate after 1998.

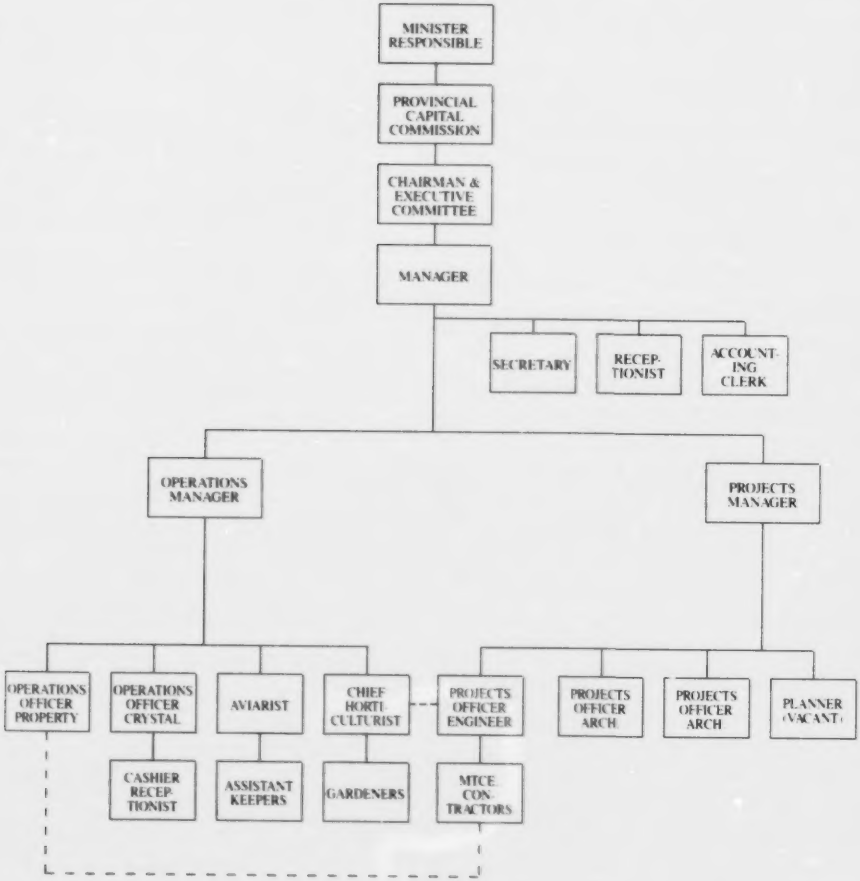
Scenic Drive Signage

One of the Commission's early ventures involved the upgrading and signing of the Scenic Marine Drive. Time and weather has caused significant deterioration to the original high quality signs and the P.C.C. is now contemplating the removal and replacement of the signs. Such will only occur following consultation with C.I.D. Municipalities and in conjunction with similar efforts undertaken as part of the comprehensive plan.

PROGRAMS & SERVICES OF THE PROVINCIAL CAPITAL COMMISSION



ORGANIZATION CHART



PROVINCIAL CAPITAL COMMISSION
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MANAGER	
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G. Ken Patton	**386-1356**
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SECRETARY	
Linda A. Kelly	**386-1356**
RECEPTIONIST	
Debbie E. Eddy	**386-1356**

FINANCIAL STATEMENT

As required by Section 14 of the Capital Commission Act, all expenditures of the Capital Commission are subject to audit by the Auditor General. As provided for by Section 12, Capital Commission Act, Chapter 42 R.S.B.C. 1979, the Commission is required to provide the Minister Responsible with a detailed statement of accounts for the previous fiscal year, which statements shall be presented to the Legislature within the first fourteen days of the next following session.

Readers are referred, therefore, to the Public Accounts of British Columbia, 1986/87 for detailed information relative to the audited financial statement of the Commission.